1		ED STATES DISTRICT COURT DISTRICT OF NEW JERSEY
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3	STATE OF NEW JERSE	•
4	Plaintiff,	. Case No. 2:23-cv-3885
5	VS.	<ul><li>Newark, New Jersey</li><li>September 27, 2023</li></ul>
6	UNITED STATES DEPARTMENT OF TRANSPORTATION, ET	
7	Defendants.	•
8		TRANSCRIPT OF HEARING
9	BEFORE	THE HONORABLE LEDA D. WETTRE ED STATES MAGISTRATE JUDGE
10	APPEARANCES (the par	ties appeared via teleconference)
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25	Proceedings recorded by electronic sound recording; transcript produced by transcription service.	

## Case 2:23 cv-03885-LMG-LDW Document 68 Filed 11/08/23 Page 2 of 29 PageID: 3230 Hearing 2:23-cv-3885, September 27, 2023 2 1 (APPEARANCES continued) 2 For the Plaintiff: LAUREN MYERS, ESQ. King & Spalding, LLP 3 1188 Avenue of the Americas 34<sup>th</sup> Floor 4 New York, NY 10036 212-790-5379 5 lmyers@kslaw.com 6 For the Defendant: 7 GREGORY M. CUMMING, ESQ. United States Department of Justice Environmental and Natural 8 Resources Division Natural Resources Section 9 P.O. Box 7611 10 Washington, DC 20044 202-305-0457 11 Gregory.cumming@usdoj.gov 12 SHARI HOWARD, ESQ. United States Department of Justice Environmental and Natural 13 Resources 14 Division Natural Resources Section P.O. Box 7611 15 Washington, DC 20044 202-598-9407 16 Shari.howard@usdoj.gov SAMANTHA G. PELTZ, ESQ. 17 United States Department of 18 Justice Environmental and Natural Resources 19 Division Natural Resources Section P.O. Box 7611 20 Washington, DC 20044

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Hearing 2:23-cv-3885, September 27, 2023 1 (Commencement of proceedings) 2 THE COURT: Good afternoon. We are on the record in State of New Jersey v United States 3 Department of Transportation, et al, 23 civil 3885. 4 5 This is Magistrate Judge Wettre. I'm the assigned magistrate judge on the case. And I'm convening the 6 7 case for a status conference. So, may I have appearances of the 8 9 plaintiffs, please. 10 MR. MASTRO: Yes, Your Honor. Randy Mastro 11 of King and Spalding for the State of New Jersey. I'm here with my colleagues, Jessica Benvenisty and Lauren 12 Myers. But I will be doing the speaking today. 13 14 THE COURT: Okay. Good morning to -- good 15 afternoon to all of you. 16 MR. MASTRO: Thank you. THE COURT: And for the defense. 17 18 MR. CUMMING: Good afternoon, Your Honor. 19 This is Gregory Cumming on behalf of Federal 20 defendants. And with me are my colleagues Shari 21 Howard and Samantha Peltz along with Sharon Vaughn-Fair from the Federal Highway Administration. 22 23 THE COURT: Okay. I think I had one other

person. Do we have Elizabeth Nower (phonetic). I'm

-- I have that on my appearance sheet.

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Hearing 2:23-cv-3885, September 27, 2023 1 UNIDENTIFIED FEMALE: Your Honor, I'm just 2 attending as a member of the public. 3 THE COURT: Oh, I'm sorry. Okay. You were -- you were in the wrong spot on my appearance sheet. 4 5 And of course, you're welcome to -- to listen in. All righty. So, you know, just by way of 6 7 background. I believe they were filed on the docket. I have -- I don't have the banner on the top. But I 8 9 -- it does say via ECF on both letters. 10 I have the September 15<sup>th</sup> letter from 11 plaintiff's counsel. And a September 18th response from the government. Is there anything else that I'm 12 13 missing? Anything recently filed for instance? 14 MR. MASTRO: No, Your Honor. THE COURT: Oh, okay. And I know that Judge 15 Martinotti, the district judge had set it up where 16 you're anticipating he would have the initial status 17 18 conference after the defense entered notices of 19 appearance. 20 You know, just by way of internal 21 operations. I'm the one handling it. And -- and he's aware that I'm having the conference. So, you know, I 22

23 certainly would like to get the case moving. And it seems like the initial issue is when the 24 25 administrative record will be produced.

I see you have a discrepancy in -- in your request as to the deadline for doing so. And I wanted to look under the hood a little bit just to see -- to get a sense from the defense of what's involved in -- collecting it.

Because I -- I agree that -- and I think both sides agree that the briefing can't really occur until the administrative record is produced.

So, let -- let me hear first from the government on that. And the -- the federal government.

MR. CUMMING: Thank you, Your Honor. So, to give the Court a little bit of background into this type of case. Plaintiff's lawsuit is primarily one under the National Environmental Policy Act which I'll call NEPA which is a procedural statute that requires an agency to conduct analysis of the environmental impacts of a major federal action.

That analysis is typically presented in a document such as an environmental assessment or an environmental impact statement.

Here, we're talking about an environmental assessment, what I'll call an EA, which is then followed by a federal decision which is here, a finding of no significant impact.

As the Court correctly noted, the briefing here will be based on the administrative record. So, it is, you know, crucial to the case. The record in EPA cases is everything relevant and nonprivileged that the agencies directly or indirectly relied on in reaching its decision.

The record here is, I think, potentially pretty voluminous. It's not only the final environmental documents, but publically available drafts, public comments, agency communications and the communications with, you know, extra agency sources such as state governments or other interested parties.

The agency -- I think the complaint was filed on -- at the end of July and service was perfected shortly thereafter. The agency's been working as expeditiously as it can to collect the universe of materials. And is currently in the process of reviewing them.

But that review includes not only sort of privilege review, but ensuring that the agency excludes deliberative materials and then prepare -- and irrelevant materials and then preparing the -- the record for production.

And simply put, that process takes time given the agency staff involved have other

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                       They're not, you know, solely
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    responsibilities.
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    detailed to -- to preparing the record.
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              THE COURT: Let me -- let me ask you
    something. When -- when you ordinarily produce the
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 5
    administrative record, do you Bates Stamp it?
              MR. CUMMING: Yes, Your Honor.
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 7
              THE COURT: Okay. So, is -- is there an
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    order in which you -- you normally Bates Stamp it?
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    And where I'm going with this is, the possibility of a
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    rolling production. At least of the information
    that's already collected.
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              MR. CUMMING: Well --
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              THE COURT: Unless there's some significance
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    to the order in which you produce the information.
              MR. CUMMING: Typically, Your Honor, the --
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    the -- the record is produced as a -- as a whole file.
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    Not -- not in a rolling matter.
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              I will note -- I mean, in many of the I
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    would say the key documents here, the final
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    environmental assessment. Those are already
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    publically available.
                            They were -- they were
    publically released upon being finalized, you know,
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    notices published in the federal registers.
              So, to the extent its sort of core materials
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are something that plaintiffs need to have sooner. I

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think they already have a great majority of that information.

THE COURT: But, you know, other than its ordin - it's ordinary for the government to produce the administrative record in -- in one fell swoop, what would be the prejudice of, you know, starting a rolling production immediately?

MR. CUMMING: I think, Your Honor, my concern, and this is not having talked to the agencies. So, my -- my concern would be that some of the -- there could certainly be, I suppose, an initial production of those documents that are already publically available.

But the remainder of the documents that are internal communications, I -- I think that -- that production would need to happen all at one time given sort of decisions as to privilege and other -- and deliberative issues would need to be looked holistically in terms of, you know, seeing what communications were publically released. What was sent outside the agency versus, you know, internal communications.

And I think those calls would have to be made in a group. So, I -- I guess I -- Your Honor, we're certainly open to considering the -- the rolling

Hearing 2:23-cv-3885, September 27, 2023 But I think it would need to be sort of 1 production. 2 two stages. The first would be the -- the collection of publically available information. And then the 3 second would be everything else. 4 5 THE COURT: All right. And what would prevent you from putting sufficient resources on this 6 7 to have -- whether rolling or not rolling -- to have the administrative record produced by October 20th as 8 requested by the plaintiff? 10 MR. CUMMING: I think frankly, I mean Federal Highways has relatively limited resources --11 as I -- I also think the Court is likely aware, 12 there's some potential government funding issues that 13 14 we may run into next week that are also, I think --THE COURT: I'm not taking that on. Absent 15 16 that. MR. CUMMING: I'm sorry, Your Honor. 17 18 THE COURT: Absent that occurring, what --19 what would be impossible about producing the record by October 20th? 20 21 MR. CUMMING: Ah --THE COURT: The case has been on file for a 22 23 while already. 24 MR. CUMMING: I -- I understand that, Your

Honor. I mean, I think agency resources and the --

other districts ruled on this. Because we have tailored case management schedules here. So, okay. I've got the gist of it. Let me hear -- let me hear from plaintiff's counsel, Mr. Mastro.

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MR. MASTRO: Thank you, Your Honor. Your --Your Honor, you -- you got right to the core of it. And he described the core materials in the administrative record as largely public already.

That's why we suggested to Your Honor that they start by giving us, if they feel so strongly it should all be produced at one time. Start giving a -he knows what the index of materials is.

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1 So, that's why we suggested we get a draft index of the administrative record by October 6th. 2 That gives us a snapshot, Your Honor, into not just 3 what's publically available, but where the issues 4 might arise about the sufficiency of the record. 5 Because that's going to be on issues like privilege 6 7 claims and deliberative process and all of that. So, the index is a -- is a -- should be an 8 9 easy short form way to give us that window. And then 10 we --THE COURT: May I ask you a question though? 11 If they haven't -- completed their privilege review by 12 October 6th, then hen how useful could the index be to 13 14 you? MR. MASTRO: Your Honor, the index isn't 15 necessarily going to give us complete insight into 16 their privilege claims. What we're trying to do, Your 17 18 Honor, because you know, we -- we appreciate that the 19 Court wants to move the case. We want to move the 20 case and get it resolved as quickly as possible. 21 The index would allow us to identify areas before the record is -- is fully produced where we 22 23 might have challenges to the sufficiency. So, that we

don't have to delay resolution of the case after they

produce the full record. We can identify them, within

a week. And it would be our deadline to object to things in the index or things that are missing from the index.

So, that we could -- we could expedite that process so that when they produce the full record, we will be at a point where we really have the full record and we aren't going to have to delay over issues we raise about the sufficiency of the record.

Partial production, rolling production won't allow us to do that 'cause we won't know what they're fretting over. And what parts of --

THE COURT: Okay.

MR. MASTRO: -- they're, you know, still deciding whether to claim privilege or not on. So, we actually propose this as a way to streamline the process and put the burden on us to state objections sooner.

So that when they finally produce the full record on October 20th, which by the way, Your Honor, is a hundred and nineteen days. Almost four full months after we filed the case to great public attention. And a hundred and nine days since it was fully served. It was actually filed on July the 21st.

So, we suggested that approach. Of course,

we're also amenable to receiving a rolling production in the interim since the vast majority of the administrative record is going to be the studies that were done that have already been made publically known. They're not gonna be privileged.

The public comments and additional materials put in by the public. All of that should be able to be produced now.

Your Honor, they took -- just to put it in some perspective. And as somebody who worked in the Department Of Justice in -- in my career. I know both the burdens and the joys of that experience.

Your Honor, they took forty-six days to issue the FONSI. Meaning the final, you know, statement of no environmental impact. And supposedly they found, based on this record, no environmental impact from something they acknowledge a is unique landmark, unicorn in the United States. It never happened before.

But they took only forty-six days to issue that finding. They should be able to produce the administrative record in the time frame that -- that we have requested which is much more than the usual sixty days from filing --

THE COURT: Okay. Let me -- let me pause

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    there. I want to ask the defense whether the index
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    could be produced by October 6th.
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              MR. CUMMING: I don't believe so, Your
    Honor, because I think plaintiff's counsel is
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    confusing that -- we couldn't produce an index without
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   having completed a privilege review. Like, I don't
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    know what an index that was -- I don't -- I -- I can't
    envision a provisional index that would not, you know,
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    have a -- be done after a full privilege view.
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              In other words, I'm not sure what --
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              THE COURT: Okay.
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                     (Simultaneous speaking)
              MR. CUMMING: -- useful that --
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              THE COURT: All right. So, are you custom
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    to producing the index in advance of the
    administrative record?
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              MR. CUMMING: We -- we can -- we can
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    certainly do that --
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              THE COURT: Is that something that's
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    ordinarily done, I'm asking.
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              MR. CUMMING: It is not ordinarily done.
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    But we are happy to -- we are happy to do so here to
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    try to move things along.
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              THE COURT: By what date? Waiting for the
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defense to answer that?

the administrative record. So, we -- we would have that insight.

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And to expedite the process and -- and I have seen in other cases. I've been involved in -the -- in my earlier career in government where indexes were produced -- usually, the administrative record is produced by the time of the answer which is supposed to occur tomorrow, Your Honor, Friday.

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Hearing 2:23-cv-3885, September 27, 2023 So, you know, I -- we just proposed that to expedite the process here so we don't delay the process on the back end when they produce an administrative record and then we have to raise challenges to it. It actually should be a benefit to the government as well that we're willing to expedite the process for us to have to bring challenges based on an index before they've actually produced the full record. THE COURT: Okay. And is there any particular reason that the plaintiff is seeking production of the full administrative record by October 20th, is -- is there any magic to that date or was it just a date that you thought was eminently reasonable? MR. MASTRO: Your Honor, this goes into the next issue that I'm sure the Court is going to address. Which is how we get the case to resolution --(Simultaneous speaking) THE COURT: MR. MASTRO: -- dispositive motions.

the point of that date. That -- that was not our

preferred date, Your Honor. We -- we don't

Hearing 2:23-cv-3885, September 27, 2023 17 1 understand how they couldn't have produced the administrative record when they found no --2 THE COURT: Okay. So, you backed into that 3 date by -- because you wanted briefing completed by 4 the end of the year. Is that right? 5 MR. MASTRO: Correct. We would have liked 6 7 -- we asked for the administrative record in September, Your Honor. But -- but we're left asking 8 for an October date to back in the briefing schedule so that we have the case keyed up for resolution by 10 the end of the year. Where --11 12 THE COURT: Okay. MR. MASTRO: -- the district court will have 13 14 full briefing on cross motions and can decide the case at the end of the year or early next year. 15 16 THE COURT: Okay. So, suppose the -- either the index or the entire record or both are produced in 17 18 the month of October. And you have an ambitious 19 briefing schedule where you want launch into the start 20 -- the opening briefs about two weeks later. 21 Suppose you have a dispute about their 22

assertions of privilege. Does that hold up the briefing in your mind?

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MR. MASTRO: Well, Your Honor, that -- that 24 25 -- that's what we're trying to avoid with an index

which presumably would flag some of these issues. And we have a profound interest on behalf of the State of New Jersey in getting this case resolved by the end of the year or as close to that as possible.

What's happening in New York City right now,
Your Honor, to be frank about it is, the city and
state are rolling ahead with the complete
infrastructure for this project.

So, at any point in the spring they can flick a switch. I see what they call, you know, gantries which are the machines that -- that sort of pick you off as cars go by for -- for the toll for the congestion pricing tax. They're being put up all over the edge of the zone, right now, as we speak. I see them --

THE COURT: Okay. I -- I'm gonna stop you there. But -- so here's -- here's something that you all need to consider. We're an extremely busy court. This is an important case and it will be given its due attention. But we have a lot of competing important cases that affect the public.

And so, the notion that briefing will be completed say Christmas Eve and you'll get a decision by New Year's Day is fanciful at best.

We have a district judge who needs to -- as

1 -- as -- you're seeking months and months. This is

2 | mostly the federal government's assertion for

3 | thoughtful briefing. Well, don't you want a

4 | thoughtful decision where it's kicked around by a

5 district judge and his staff and cases are read?

And -- so, you know, you've got to build in time for the Court to decide this. And what I'm concerned about and I'm mostly concerned what the defense is saying is, you know, the defense is saying, I'm reading and maybe this is a little unfair and they can correct me.

But I'm -- I'm getting the tone that well, gee, let everything happen in, you know, in due course, in a thoughtful way and let it unfold and we'll make our privilege determinations. But there's no obligation -- there's no commitment on the back end to not implement these changes in order to allow for an orderly court decision.

And you know, at the same time the federal government's saying well, there's no TRO, let's not treat this like a preliminary injunction motion.

Well, hello, I think there's going to be if I don't ensure as the case manager that there is time for an orderly decision and not emergent motions.

So, you know, you all have to be cognizant

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    of that. I am going to try to protect the Court so
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    that it can make a thoughtful and orderly decision and
    you give it sufficient time.
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              So, you know, bear that in mind. I'm
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    probably going to run anything, before deciding
    anything, I'm going to do Judge Martinotti the
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    courtesy of running it by him.
              But I'm just telling you what I'm going to
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    recommend. And -- and I'm going to recommend that
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    things move along quickly. All right. So --
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              MR. MASTRO: Yes, Your Honor.
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              THE COURT: Okay. Who wants to speak?
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                     (Simultaneous speaking)
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              MR. CUMMING: Your Honor, if I could --
              MR. MASTRO: Your Honor --
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              MR. CUMMING: -- well --
              MR. MASTRO: -- Randy Mastro.
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              MR. CUMMING: Excuse me -- excuse me, Your
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    Honor --
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              THE COURT: Mr. Mastro, go ahead.
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              MR. MASTRO: Okay. I'll be very brief.
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    appreciate everything Your Honor said. And what we're
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    trying to do is have a schedule that avoids
    duplicative motion practice like preliminary
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injunctions first and then merits briefing. And I of

course appreciate the burdens on the Court. That's why we're trying to get the briefing done before Christmas so the Court has time to decide that.

I -- I don't expect that would happen by the end of 2023. But sometime early in 2024 so that there's a time for argument and a thoughtful decision and either side having the ability to, you know, have review of that decision.

Before this becomes a -- if we just have a laissez-faire approach, the federal government and the -- and New York would like to just see this roll along into the spring and flip the switch, we'll be ready to go.

THE COURT: Okay. All right. Let -- let's hear from the defense.

MR. CUMMING: Thank you, Your Honor. I -- I do think there are a few inaccuracies I'd like to correct. I mean, Mr. Mastro's assertion that the switch will be flipped is not -- you know, it makes it sound like this is going to be a secretive process.

As we laid out in our letter, there are a number of state administrative processes and some additional processes that need to happen before the tolls will go into effect.

The current time line as I understand it is

Hearing 2:23-cv-3885, September 27, 2023 1 May, but that date may move. We're certainly happy to 2 update the Court. But there are state administrative ruling makings that need to happen. There's a 3 finalization of an agreement between the federal 4 government and the state of New York. 5 All those things need to happen. And the 6 7 state process will be public with notice and a full state administrative process. 8 9 So, the idea that this is going to sneak up on the public or plaintiff is simply inaccurate. 10 11 THE COURT: Well, they want a decision 12 before the decision is made for them by the passage of time. 13 Right? 14 MR. MASTRO: Your Honor, I don't --THE COURT: And without a commitment from 15 16 the federal government to, you know, not implement the congestion pricing until, you know, a date certain in 17 18 order to allow the Court to -- to issue its decision. 19 You're going to have a nervous plaintiff. 20 That's inevitable. 21 MR. CUMMING: I understand that, Your Honor, 22 and we -- we currently want to give the Court 23 sufficient time. But we do strongly feel that

plaintiff's briefing schedule will not give the Court

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what it needs.

I mean, I will propose an alternative here, an orderly schedule for plaintiffs to brief our preliminary injunction motion which seems like what they want.

THE COURT: Well, no, I don't think that's

what they want. Because why -- why decide the likelihood of success on the merits rather than deciding the merits? They're trying to get a decision on the merits. And I think everybody would be best served by that. And there seems to be enough time.

I mean, in most cases I have a discovery period that has to be completed before you can have summary judgment motion. Here we don't have that.

So, you can go right into the summary judgment briefing and have the merits decided.

MR. CUMMING: One other point, Your Honor,

I'll note is that in plaintiffs -- plaintiffs -- what

plaintiffs are seeking to do in this lawsuit is to

enjoin Federal Highway's Administ -- environmental

assessment and a finding of no significant impact.

I mean, this law suit -- the state process can continue. And everything up to the agreement between the federal government and the state can continue.

But, you know, stopping the gantries going

Hearing 2:23-cv-3885, September 27, 2023 24 1 on, that -- that's not a remedy that plaintiff can get 2 through this lawsuit. 3 THE COURT: Okay. MR. MASTRO: That's -- that's not --4 5 THE COURT: So let's just go back. All right. So, I am heavily inclined to -- to order an 6 7 October completion date for production of the administrative record. I -- I realize that it can be 8 cumbersome and time consuming to make privilege determinations. But this is a case of public 10 interest, there's been plenty of time and you had to 11 12 apply more resources to get it done soon and I mean in October. 13 14 I'm not going to pick a date now. I'm just telling you that's what you should expect. If I have 15 to rule on it, I'm going to give you another chance to 16 talk to one another about an index and a deadline for 17 18 production of the complete administrative record. 19 But I like to give you a hint of where its 20 likely to come out if you don't agree. 21 And then on the briefing. You know, the -the only thing I would say is, you know, I'll -- I'll 22 23 hear you on the schedule and how much time is needed.

But I personally, and I will have to run this by Judge

Martinotti, I think when you have simultaneous cross

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1 | motions, the briefing is very confusing.

I -- you know, if a -- if cross motions are going to be briefed for me to decide, and -- and they won't be decided by me in this case, I like four rounds of briefing, so that one brief responds to the other, rather than you get a lot of repetition and ships crossing in the night when you have simultaneous briefing.

So, that's my preference. I'll talk with

Judge Martinotti about whether he has a preference on
that. But, you know, if you did agree to four rounds
of briefing, you know, and -- and you seemed
harmonious about it, if it looked reasonable, Judge

Martinotti would probably -- I would guess he would be
okay with it.

And then, you know, if it's not briefed by the end of the year, I don't think there's any -- that affects the -- the date by which its decided. If it's more comfortable to -- to brief it and you know, have the closing briefs in January, you know, that's -- that's probably reasonable.

So, those are -- those are my -- that's my prognosticating how it may turn out. But I like to give -- it's always better when -- when counsel are able to decide their own schedule.

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              MR. MASTRO: Yeah, I --
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              THE COURT: Okay.
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              MR. MASTRO: Yeah. Your Honor, Randy
   Mastro, if I could just briefly be heard on that last
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    point.
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              THE COURT:
                         Sure.
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              MR. MASTRO: The -- the issue -- the
    issue about cross motions versus, you know, four
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    rounds of briefing. Of course, the issue becomes
    there then who has the last word. And --
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              THE COURT: Four rounds of briefing,
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    everyone gets a reply brief on their -- their motion.
    What's the difference?
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              MR. MASTRO: Well, your -- Your Honor,
    that's -- that's -- that is -- the -- what
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    one -- the -- the point of cross briefing as opposed
    to you know, four rounds of briefing, that -- that --
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    that actually, you know, potentially on -- on their
   motion, you know when they -- when they move -- if
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    they were to move after us, the question becomes who
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    has to move first, right.
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              And if they move after us, they do get the
23
    last word because they have the last reply.
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              THE COURT: Well, then maybe ask for a
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    surreply if something is inserted in -- in the last
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MR. MASTRO: I -- I -- I understand completely, Your Honor. I'm just saying that what

just suggesting that you're not to get too hung up on

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that.

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<u>Certification</u>

I, Eileen M. Zakrzewski, Transcriptionist, do hereby certify that the 28 pages contained herein constitute a full, true, and accurate transcript from the official electronic recording of the proceedings had in the above-entitled matter; that research was performed on the spelling of proper names and utilizing the information provided, but that in many cases the spellings were educated guesses; that the transcript was prepared by me or under my direction and was done to the best of my skill and ability.

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/s/Eileen M. Zakrzewski Signature of Approved Transcriber October 31, 2023
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